

Transforming Safety Processes to Improve Combat Readiness and Preserve Combat Power



One Boot Print at a Time





DEPARTMENT OF THE ARMY
WASHINGTON

31 JAN 2005

MEMORANDUM FOR Commanding General, United States Army Safety Center, Fort Rucker, Alabama 36362-5363

SUBJECT: Transformation of United States Army Safety Center

1. Personnel and equipment losses adversely affect the combat readiness of our Army. The loss of even one member of the Army Team – Soldier, civilian, or supporting contractor – is unacceptable.

2. Transformation is a multi-dimensional process that requires significant organizational, technological, and cultural changes to keep the Army relevant and effective for the future. As we adapt new technologies to war-fighting and business operations, we must also develop better joint operating concepts and business processes that use these technologies. We must integrate our functional initiatives and shape relevant information and trends into actionable knowledge that will preserve combat readiness.

3. To these ends, we are directing the United States Army Safety Center to transform and redesignate itself as the United States Army Combat Readiness Center (CRC) to advance the principles, understanding, and practice of Composite Risk Management (CRM). CRM will focus on sustaining readiness and managing all risks – those posed by the enemy, the environment, materiel and systems, and human error – logically shifting from accident-centric to Soldier-centric.

4. As with the United States Army Safety Center, the CRC will function as a Field Operating Agency of the Chief of Staff, Army. The Army Safety Office will continue to exist but will expand its responsibilities in Washington, DC, focusing on compliance, policy, and field liaison with Headquarters, Department of the Army. The Commander of the CRC will also retain the role of Director of Army Safety, reporting to the Director of the Army Staff. The CRC will be the Army's focal point for analyzing accident, serious incident, and combat loss reports, identifying lessons learned and tactics, techniques, and procedures (TTPs) to mitigate and prevent future losses. Accident investigation processes remain unchanged. The CRC will establish new processes leveraging information from Army organizations to collect, distill, and distribute knowledge about losses that affect our combat readiness. The prerogative of commanders to investigate losses and other incidents remains unchanged. The CRC mission will include:

a. Primary responsibility for investigation of Army accidents, subject to command, criminal, and other investigatory functions;

SUBJECT: Transformation of United States Army Safety Center

- b. Coordination on selected combat loss investigations;
 - c. Focal point for instigating the necessary cultural changes and developing the processes, structure, and training necessary to implement CRM Army-wide;
 - d. Support to Functional Proponents to develop policy and doctrine for loss prevention through CRM;
 - e. Development, coordination, and facilitation of a single-entry, multiple use automated reporting system for processing loss reports;
 - f. Development of predictive trend analysis using digital technology and data mining (with due regard to protecting private and privileged information) in order to identify loss trends and preventive measures;
 - g. Analysis and prompt dissemination of situation reports to the Army leadership;
 - h. Interaction with other military services; federal, state, and local agencies; and industry to identify best practices and loss prevention strategies.
5. The expanded scope of the new Combat Readiness Center and safety transformation will enable our Army to preserve combat power and enhance combat readiness with cutting edge effectiveness.

Peter J. Schoomaker
General, US Army
Chief of Staff

Francis J. Harvey
Secretary of the Army

CF:
The Director of Army Staff
Assistant Secretary of the Army (Installation and Environment)



Connecting
the dots
on all
Soldier
losses

Quickly
distributing
knowledge

Moving
from
lessons
"noted" to
lessons
"learned"



What is the United States Army Combat Readiness Center?

The United States Army Combat Readiness Center (CRC) is the center of gravity where all loss-related areas overlap. It is leading edge, proactive, and focused on the Soldier through investigation and predictive analysis. The Combat Readiness Center raises the level of awareness for the Soldier to help him/her better manage risk and improve combat readiness.

How the Combat Readiness Center is Different.

Regardless of how we lose a Soldier, be it in combat or by accident, we want to know why.

What the Combat Readiness Center Does.

The Combat Readiness Center employs Composite Risk Management to try to prevent losses. It connects the dots by serving as a conduit for all loss-related action and information. The Combat Readiness Center is the center point around which all loss-related action takes place.

Why the Army Needs the Combat Readiness Center.

Tomorrow's mission depends on the readiness of our Army today. We are an Army at war. If we do not transform, our Army will fail. We must accelerate future force capabilities to enhance the current force NOW. The Combat Readiness Center plays a critical role in that transformation.

Bottom Line.

- U.S. Army Safety Center transforms to the Combat Readiness Center
- Focus was only on accidents
- Focus is now on all losses

A photograph showing a military operation. In the foreground, a soldier in full combat gear, including a helmet and a tactical vest, is looking towards the right. In the background, a military vehicle, possibly an HMMWV, is crossing a river. Several soldiers are visible inside and around the vehicle. The scene is hazy, suggesting a combat or training environment.

The mission of the U.S. Army Combat Readiness Center is to improve combat readiness and preserve combat power one boot print at a time.

Composite Risk Management

The concept behind Composite Risk Management (CRM) is simple: the more you know about the hazards you face the more risk you can effectively manage. CRM plays a key role in enhancing combat power by looking at ALL risk.

CRM is a holistic assessment of exposure. It blends tactical, threat-based risks with accidental, hazard-based risks to create a more thorough evaluation of danger, thus enabling highly effective risk mitigation.

In general, we lose Soldiers to death from:

- Combat
- Accidents
- Medical (illness and suicide)

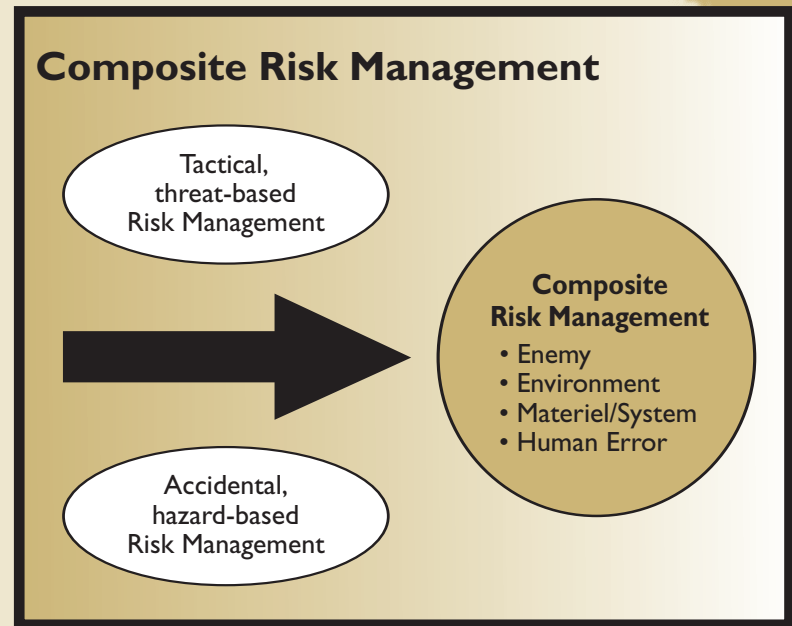
In the past, we measured losses by these individual areas. However, to the Army, a death is a death. So the Combat Readiness Center measures a loss as a loss, no matter what the cause. This provides significantly more information about the combination of circumstances that surround the loss of a Soldier.

The Combat Readiness Center's innovative approach of CRM shifts the Army's perspective from accident-centric to Soldier-centric. There is no separation of tactical or accidental, deployed or garrison, on-duty or off-duty. CRM is a results-oriented approach that values our troops around the clock, around the world.

(See pages 11 through 15 for a detailed explanation of CRM.)

“Safety” Still Plays a Role

The Combat Readiness Center not only supports our war fighting units but provides safety support for our installation flagships and military civilians. Our Systems Safety Engineers continue to perform Independent Safety Assessments (ISA's) for materiel safety.



Old to New

Old Army safety was compliance-based, reactive and accident-centric. Because it was labeled “safety,” the program was avoided by the very ones it was designed to protect.

With a new focus, “safety” shifts into a responsive and innovative Combat Readiness Risk Management process.

- evolution **to** revolution
- compliance-based **to** transformed (values-based)
- accident-centric **to** Soldier-centric
- safety **to** combat readiness
- “accident report” **to** “loss of Soldier” report
- analog **to** digital
- reactive **to** proactive
- stovepipe **to** collaborative
- no response **to** immediate and follow-on response



Culture & Climate

Culture

- Common values that drive organization performance
- Applies to many areas of functioning
- "How we do things"
- Unstated
- Background
- Changes more slowly

Climate

- Perceptions of what is expected, rewarded & supported
- Applies to a specific area of functioning
- "What we pay attention to"
- Stated
- Foreground
- Changes more rapidly

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Transformation Means Cultural Change

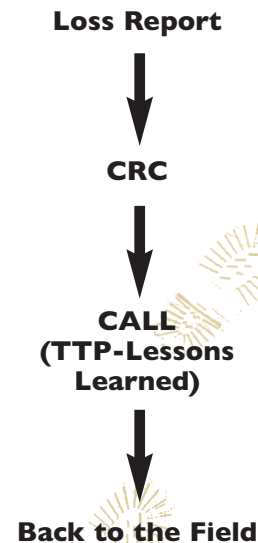
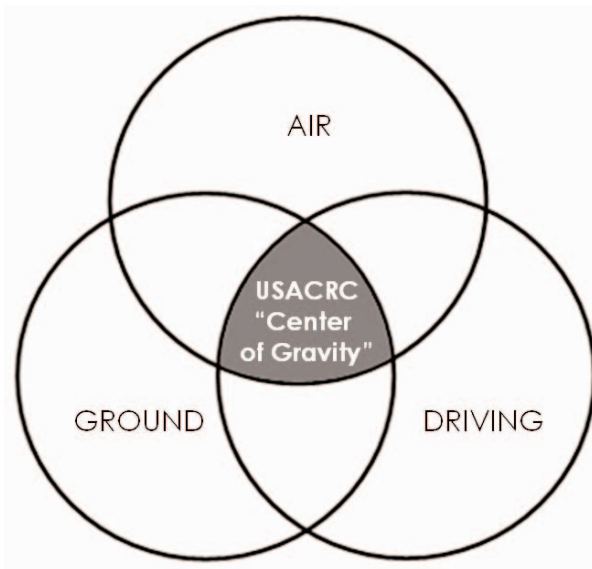
In order for the Army culture to change effectively, the command climate has to change first. Consider this NASA chart that compares the elements of both.

The Combat Readiness Center is the Center of Gravity

The Combat Readiness Center is the center of gravity for the transformation of Safety Process.

As the Combat Readiness Center uses a Composite Risk Management model, the overlap between areas provides an opportunity for collaboration and knowledge sharing.

The focus is no longer on the old view of safety, but rather on Combat Readiness. Therefore, no matter how loss occurs, the information is reported to the Combat Readiness Center as the central repository of all loss-related information.



What the Combat Readiness Center Means to You

As you become aware of this wealth of information provided by the Combat Readiness Center, you might ask yourself, "What do I have to do differently?" or "What does it mean to me?" Combat Readiness requires involvement at all levels.

The Strategy Model to the right demonstrates how you can communicate the Combat Readiness Center to your command, depending on your circumstances.

Strategic-Level Leaders:

- Communicate
- Sustain Influence
- Reinforce Excellence

Operational-Level Leaders and Staff:

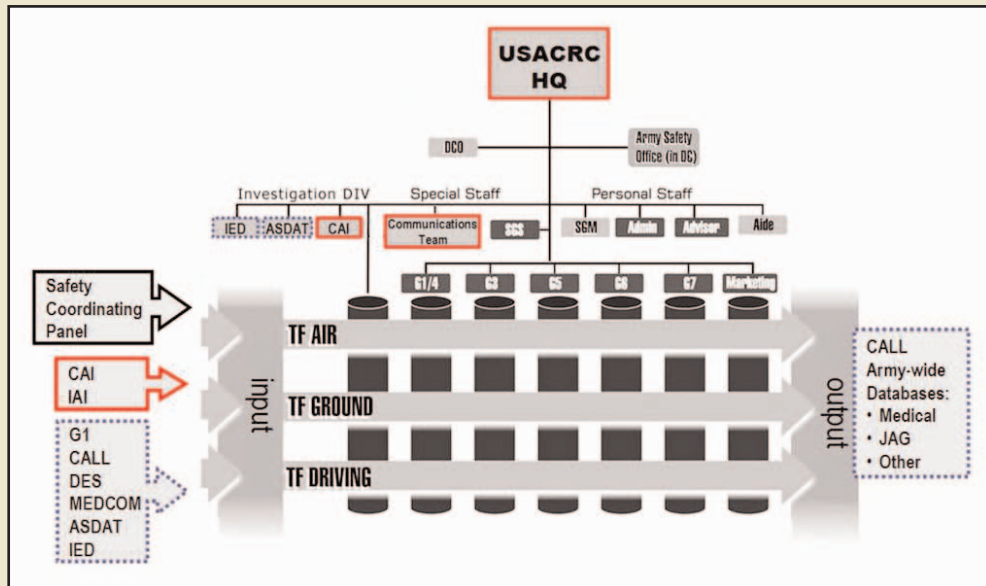
- Integrate Tools
- Communicate
- Assess

Tactical-Level Leaders

- Teach/Coach Composite Risk Management and Maintain Safety Awareness
- Enforce Standards
- Accountability



How the Combat Readiness Center Drives the Structure and Process



The Combat Readiness Center Structure

The combined resources available to the Combat Readiness Center provide a wealth of knowledge and expertise in Air, Ground, and Driving, with a special task force for each of these areas.

The Combat Readiness Center connects the dots by offering a single location for all loss-related information.

Process

The Combat Readiness Center transforms Army Safety processes into dynamic and responsive combat readiness. It revolutionizes old concepts of policy and compliance into force empowerment and support. The Combat Readiness Center's process concentrates on three (3) primary elements:

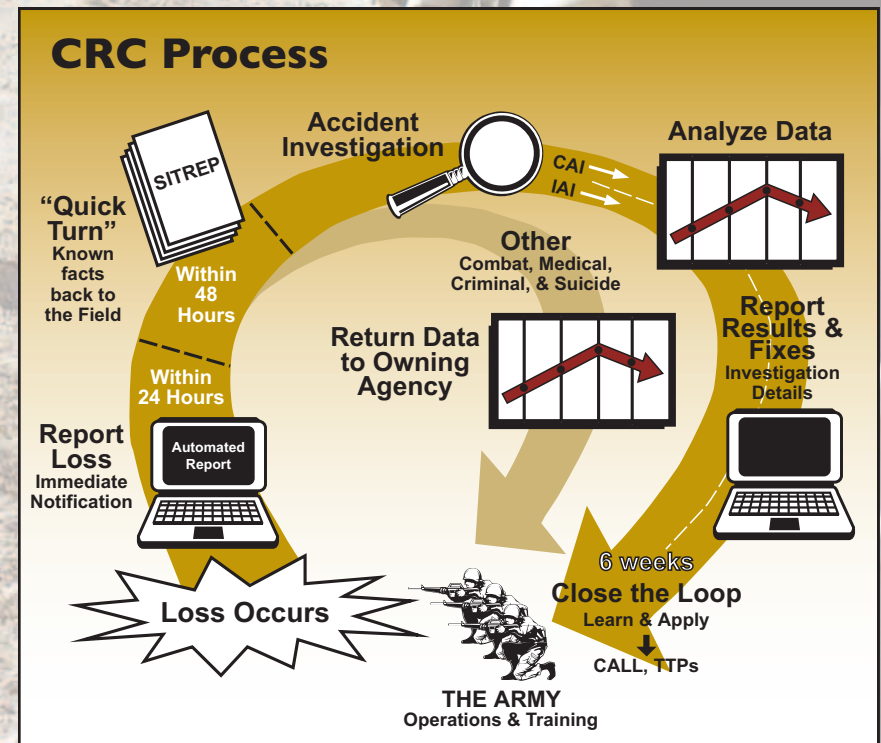
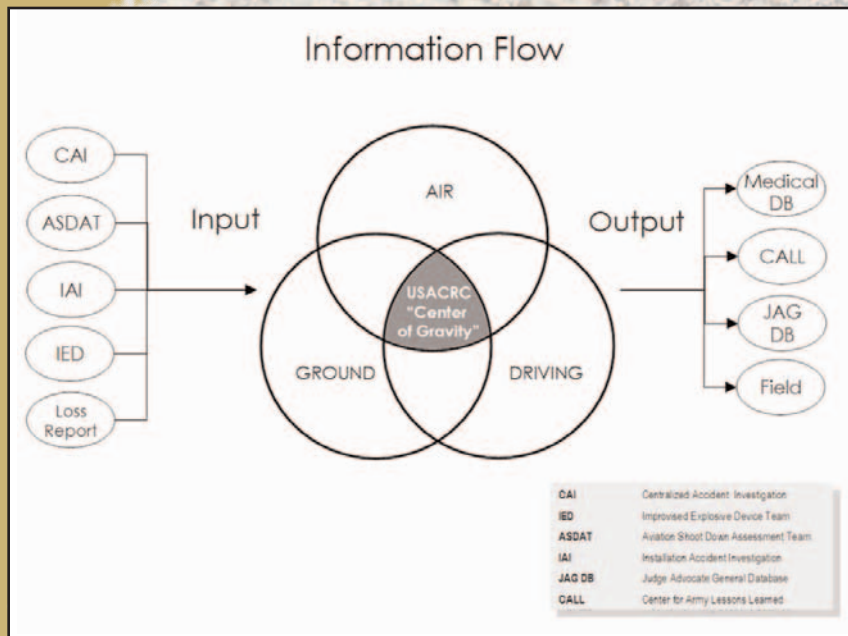
- Digital focus
- Collaboration dependent
- Army Safety Office (ASO), located in Washington, DC, becomes the forefront for safety and leverages the power of the Combat Readiness Center



"You do it for the soldiers who depend on you because no one wants to let the unit down."

The Combat Readiness Center Process

- 1. Digital Reporting** - The process begins with information that comes into the Combat Readiness Center. When a loss occurs, the information is entered once but will be used multiple times. Single entry, multiple use. Many sources provide information to the Combat Readiness Center.
- 2. Quick Turn** - Once the information reaches the Combat Readiness Center, within 48 hours of the loss, the Combat Readiness Center communicates "what is known" in a SITREP (situation report) out to the field providing awareness or a "heads up" of potential imminent danger and similar losses in like units and conditions.
- 3. Investigation** - Then over the next six weeks, an investigation team conducts an assessment of the loss, and documents those findings. The investigation may also lead to identifying trends and developing new tools to deal with the issue.
- 4. Close the Loop** - Finally, the data is assessed and used to develop preventative guidance, incorporate lessons learned, and provide output to the field, turning data into actionable knowledge. (DOTLMPF Integration)



Measurement

The message of Soldier loss is determined and communicated at the top, but the measurement of its effectiveness is made at the bottom, in the field where the rubber meets the road.

The Combat Readiness Center uses a digital infrastructure as a foundation of the process. This serves as an automatic measure of accountability as the information flows through the system with built-in progress tracking and Task Force support and follow-through.

This digital model called “POINT OF IMPACT” includes tools that are available for you to decide what is most effective in your organization:

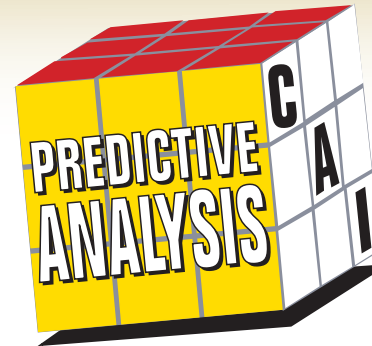
1. Immediate Online Notification
2. Accountable “Owner” (Task Force Leader)
3. Online Loss Report
4. Online analysis and evaluation, countermeasure development, and blended communications program to “close the loop.”

As part of an ongoing iterative process, this suite of tools will adjust as you provide the CRC with feedback.

The Combat Readiness Center is not just about data collection or briefings, but rather the culmination of technology, reporting and data mining that expedites the process of analyzing loss data and turning it into actionable knowledge by identifying trends, TTPs, and lessons learned. This will lead to real predictive analysis.

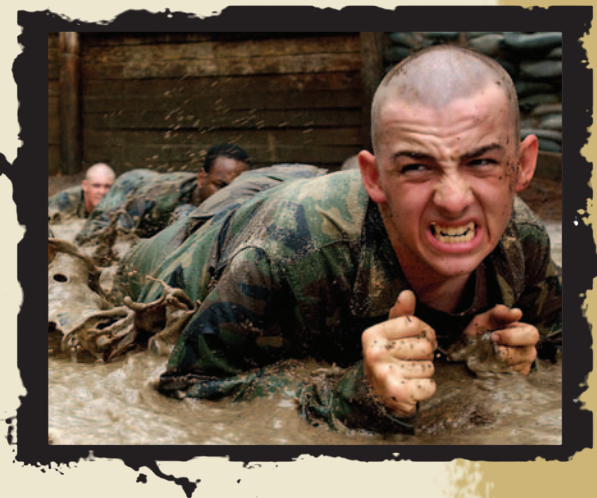
The Way Ahead...Beyond "Be Safe"

- Technology (Flight Data Recorders)
- Reporting (ARAS)
- Data Mining (Bridge Army Databases)



CG4-41

"You train so hard that you can protect your friends, protect each other."





"The bond, the unity... it's sewn
into our boots."

Key Messages

1. U.S. Army Safety Center transforms to become the U.S. Army Combat Readiness Center (CRC).
2. The CRC becomes the Army's knowledge center for Soldier loss.
3. Composite Risk Management preserves combat power by using predictive trend analysis and digital technology.
4. Soldiering is dangerous. We cannot be risk averse, but we can be smart about how we manage risk. "The more you know...the more risk you can effectively manage."
5. The Army Safety Office, located in Washington, DC continues to manage the Army Safety Program by focusing on compliance, policy, and acting as the field liaison for HQDA.
6. Become an expert in CRM; protect your buddy. "You do it for the Soldiers who depend on you because no one wants to let the unit down."

Composite Risk Management

As our Army remains at war, we continue to lose Soldiers, civilians, and equipment through both combat action and preventable accidents. The loss of each is a loss in combat readiness to our formations. As we transform to meet current and future operational needs, we also must foster a new understanding of loss and of managing all risk to preserve combat power.

Using traditional risk management methods, we have made progress toward this goal, yet much improvement remains. We need a cultural change to take us beyond the compartmentalized thinking that stresses the “big operation” and main movements. We must recognize that tactical or accidental, in the center or on the perimeter, bad results are the same: Dead is dead, and every loss decreases combat power. This is the notion of **composite risk management**, and it is at the heart of the cultural change.

Composite risk blends tactical, threat-based risks with accidental, hazard-based risks to create a more thorough evaluation of danger, thus enabling highly effective risk mitigation. Summarized from the standpoint of the Soldier, composite risk asks, “What’s going to kill me and my buddies?” This simple, results-oriented view depicts a transformed mindset that realizes the enemy and tactical operations are not the sole concern, but there is also potential for fatal mishaps due to the environment, systems issues, and human error. Composite risk management, then, combines such sources into a holistic assessment of exposure.



It's vital to view tactical and accidental risks together. Consider that for FY03 and FY04, the Army suffered 1,155 fatalities overall, with 46% (530) due to accidents. Indeed, during all conflicts over the last 100 years, about 55% of Army deaths were due to accidents. Hence, losses from mishaps have degraded combat power on par with losses from enemy action. Such statistics make a powerful case for composite risk management. Yet many Soldiers still suffer from tunnel vision, focusing on one source of risk and discounting others. The true story below illustrates the point.

Company-level leaders were planning a convoy operation in Iraq. Their primary decision concerned which route to take, so their data gathering consisted of color-coded route alternatives that assessed the enemy threats. With a quick analysis, they chose a "green" route for the mission—that is, one with no enemy threat. Having mitigated the tactical, threat-based risk they gave only cursory planning to the hazard-based risks that also were embedded in the mission:

- The green route's distance vs. distances for unselected routes
- Road width, bridges and bridge width, climbs and descents
- Road condition, type of shoulder, drop-offs or embankments
- Sharp curves, intersections, limited sight areas, surrounding terrain
- Traffic, speed, following distances
- Fatigue and rest stops, checkpoints, communications, emergency procedures
- Number of vehicles, types of vehicles, loading, handling characteristics
- Drivers' skill levels, crew pairing
- PPE (vests, helmets, seatbelts)

To be sure, no one wants to be killed by the enemy. However, it is noteworthy that each of the factors above was also responsible for FY04 fatalities in theater, but these hazards did not seem to faze the junior leaders. The mission, the enemy ... HOOAH! Let's saddle up and charge! This is a narrow and often fatal view.



"It's hard to describe it with words... but when you put on the uniform for the first time, it's like the entire United States Army is standing behind you."

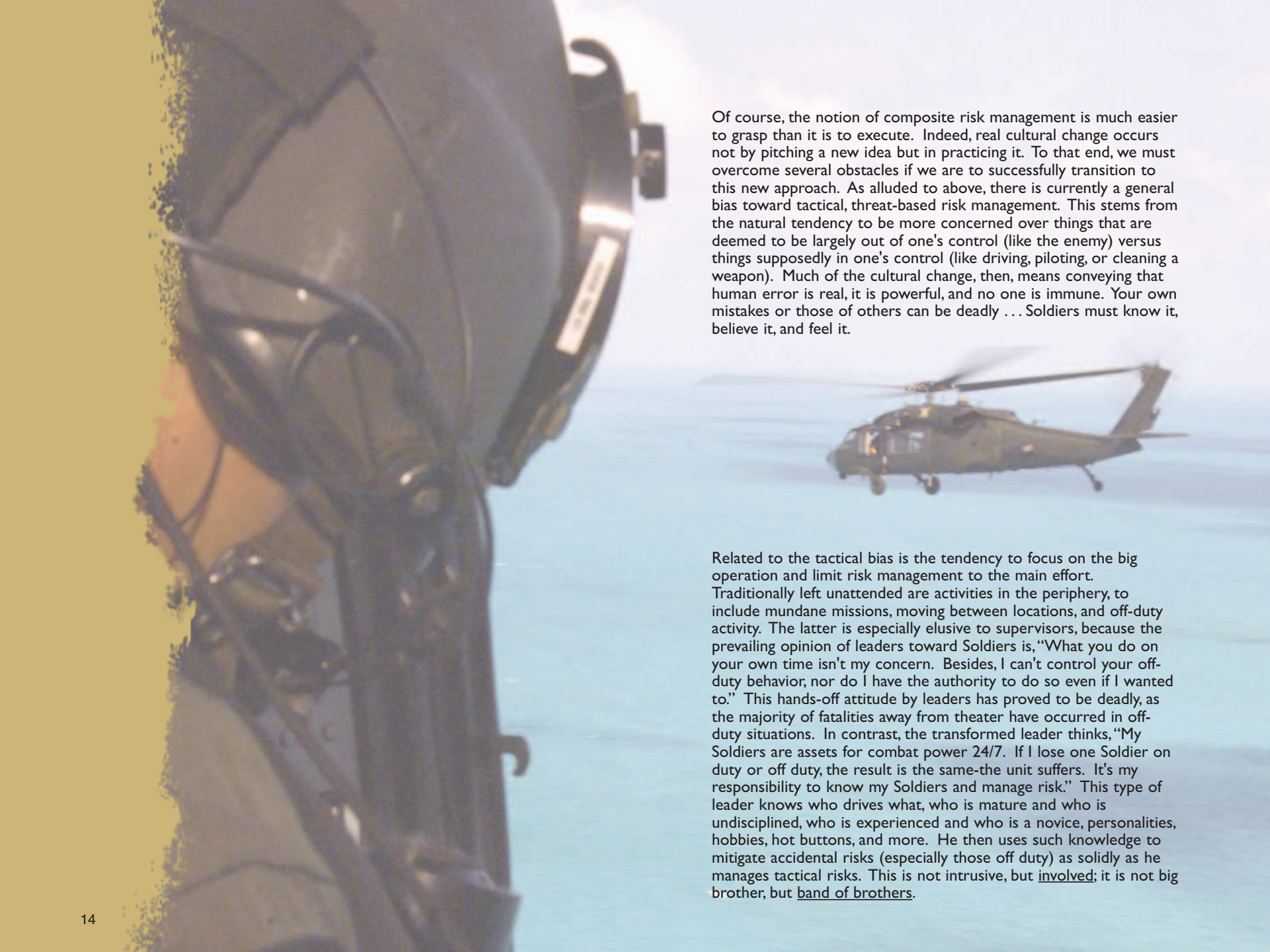
Composite risk management supplements the focus on the main operation with consideration of other hazards to give a complete picture of exposure. There is no separation of tactical or accidental, deployed or garrison, on duty or off duty-it is risk management 24/7, because Soldiers are vital Army assets whether engaging the enemy, recocking back home, or on block leave. This holistic perspective says, "Based off everything we know, what hazards will we face and how can we mitigate the risk?" The enemy, materiel/systems, the environment, and human factors-during a mission or outside of it-interact to pose composite risk to the Soldier.

Composite risk management doesn't paralyze through fear of what can go wrong; it doesn't foster risk aversion. Rather, by mitigating known hazards to acceptable levels, we embolden Soldiers to act confidently. Composite risk management doesn't guarantee no harm will come, but it lessens the probability significantly. Such knowledge bolsters courage and increases unit effectiveness.

And what of safety? As part of the cultural change, the concept of composite risk management embraces safety but supersedes the term and transcends the practice. In many circles, safety is seen as a hindrance to mission accomplishment, a list of "can'ts". Others scoff at the term "safety" because it does not relate well to why they joined the Army. On the other hand, composite risk management deals with protecting combat readiness and enhancing combat power. The approach says that we value our people, so we control risk wherever and whenever it exists to keep our Soldiers in the fight. We teach our Soldiers what they CAN do to stay ready, willing, and able. Composite risk management, therefore, is more comprehensive and positive.

"I'd do anything for my soldiers and I'd expect them to do anything for each other."





Of course, the notion of composite risk management is much easier to grasp than it is to execute. Indeed, real cultural change occurs not by pitching a new idea but in practicing it. To that end, we must overcome several obstacles if we are to successfully transition to this new approach. As alluded to above, there is currently a general bias toward tactical, threat-based risk management. This stems from the natural tendency to be more concerned over things that are deemed to be largely out of one's control (like the enemy) versus things supposedly in one's control (like driving, piloting, or cleaning a weapon). Much of the cultural change, then, means conveying that human error is real, it is powerful, and no one is immune. Your own mistakes or those of others can be deadly . . . Soldiers must know it, believe it, and feel it.

Related to the tactical bias is the tendency to focus on the big operation and limit risk management to the main effort. Traditionally left unattended are activities in the periphery, to include mundane missions, moving between locations, and off-duty activity. The latter is especially elusive to supervisors, because the prevailing opinion of leaders toward Soldiers is, "What you do on your own time isn't my concern. Besides, I can't control your off-duty behavior; nor do I have the authority to do so even if I wanted to." This hands-off attitude by leaders has proved to be deadly, as the majority of fatalities away from theater have occurred in off-duty situations. In contrast, the transformed leader thinks, "My Soldiers are assets for combat power 24/7. If I lose one Soldier on duty or off duty, the result is the same-the unit suffers. It's my responsibility to know my Soldiers and manage risk." This type of leader knows who drives what, who is mature and who is undisciplined, who is experienced and who is a novice, personalities, hobbies, hot buttons, and more. He then uses such knowledge to mitigate accidental risks (especially those off duty) as solidly as he manages tactical risks. This is not intrusive, but involved; it is not big brother, but band of brothers.



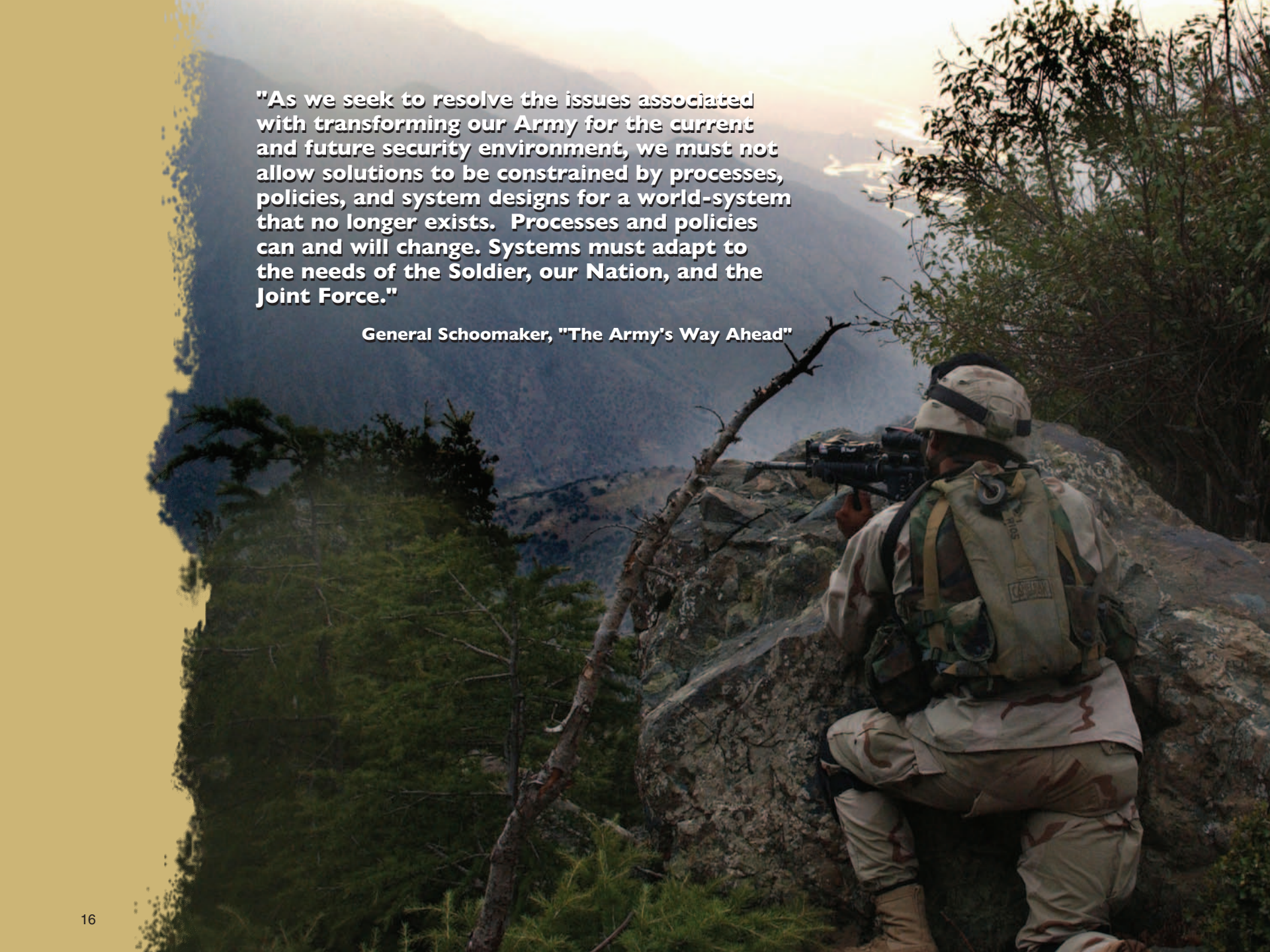
"We do it without knowing the benefit, because that's our job. It's our duty."

Sadly, we know some leaders traditionally have left many accidental hazards unchecked, and the results have been tragic. Of those 1,155 Soldiers lost over the last 2 years, nearly half were lost to accidents and were preventable. Before us lies the challenge to develop fully engaged leaders who understand that it is a basic responsibility to their Soldiers, unit, and Army to preserve combat readiness and enhance combat power by managing composite risk. Before us also is the need to develop an understanding in Soldiers that their life matters to others and the enemy is not the only threat to it. Such is the stuff of cultural change.

Composite risk management holds great promise for dramatically reducing our losses, because the approach brings accidental hazards to the forefront and compels leaders to deal with them as seriously as they do tactical issues. It is a results-oriented approach that values our troops around the clock, around the world.

"We do it for each other."





"As we seek to resolve the issues associated with transforming our Army for the current and future security environment, we must not allow solutions to be constrained by processes, policies, and system designs for a world-system that no longer exists. Processes and policies can and will change. Systems must adapt to the needs of the Soldier, our Nation, and the Joint Force."

General Schoomaker, "The Army's Way Ahead"



U.S. ARMY COMBAT READINESS CENTER

January 2005